



NORTH NASHVILLE BORDEAUX PARTICIPATORY BUDGETING PROGRAM II

GUIDELINES

2022 Steering Committee

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The following represents the North Nashville Bordeaux Participatory Budget Program II Guidelines adopted by the 2022 Steering Committee at its meetings of May 26, 2022 and June 2, 2022. The Steering Committee may propose changes to these Participatory Budgeting Guidelines with approval by a quorum of the committee and final approval by the Metro Council. The Metro Council may make changes to the guidelines via a majority vote.

ROLES AND RESPONSIBILITIES (Adopted June 2, 2022)

There is a role for everyone who wishes to participate in a **Participatory Budgeting Program**. Varying roles and responsibilities are assumed based partly on an individual's stake in the community and the time commitment to the process. We encourage every stakeholder to participate and encourage residents in the community to become involved.

BORDEAUX/NORTH NASHVILLE RESIDENTS

Anyone in the Bordeaux/North Nashville Participatory Budget (BNNPB) program area can participate in the process to:

- identify community needs;
- propose project ideas;
- communicate with other BNNPB area residents and stakeholders to encourage participation and/or voting on project proposals; and
- volunteer to serve as a member of the Steering Committee, Budget Delegate or Facilitator.

STEERING COMMITTEE

Composition

The BNNPB Steering Committee may be composed of up to twenty-one (21) members that are residents of geographic area defined by the Mayor's Office for said Participatory Budget (PB) Program. The Committee shall appoint three (3) Alternate Members. An Alternate will not have member privileges unless a vacancy becomes available, and they are elevated to membership by vote of the Steering Committee.

Executive Committee

The Steering Committee members shall elect a three (3) person Executive Committee (EC): A Chairperson, Vice-Chairperson, and Secretary, respectively.

Duties, roles, and responsibilities of the EC, in addition to performing the standard duties of their office, shall include:

- Facilitate clear communication with Metro staff and the Steering Committee to achieve the goals of the PB program.
- Improve the agility and functionality of the Steering Committee.
- Lead the Steering Committee (either Standing or Ad-hoc) as defined by the *Steering Committee Roles and Responsibilities*.
- Conduct attendance and participation reviews of Steering Committee members.
- Recommend steps to enforce the roles and responsibilities of all Steering Committee members.
- Set meeting agendas based upon individual or group requests via the Steering Committee leadership at least two (2) days prior to meetings.
- Steering Committee meetings will be held in compliance with the open meeting requirements. Meetings are open to the public but are not open for public commentary.

Executive Committee Vacancy

Should a member of the EC resign or be removed from office, the Steering Committee shall be notified and conduct an election for the vacated position.

Roles and responsibilities of the Steering Committee include:

- Design and oversee the PB process.
- Distribute promotional materials.
- Promote PB via organizations and community events.
- Volunteer for assistance at public meetings, events, outreach efforts, voting sites, committee facilitation, and other PB-related events.
- Enforce attendance rules.
- Liaison or Facilitator to Budget Delegate committees but may not participate as Budget Delegates
 - Provide technical support to Budget Delegates during proposal development.
 - Receive informational updates concerning Budget Delegate and Issue Committee operations; review the final proposals prior to placement on the ballot.
 - Connect Budget Delegates with resources.
- Recruit volunteers, organizations, and community stakeholders to assist with the PB process.
- Communicate with other BNNPB area residents and stakeholders to encourage participation and/or voting on project proposals.
- Meet with Mayor's Office Staff Designee and Budget Delegates if concerns arise over project proposal vetting determinations.
- Assist Mayor's Office Staff Designee to prepare resident-recommended project-priorities for Metro Council consideration.
- After the vote, establish a subcommittee of Steering Committee members to monitor the implementation of funded projects.
- Evaluate the BNNPB process.
- Recommend Guidelines revisions.

A Steering Committee member may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

Steering Committee Decision-Making

Whenever possible, the Steering Committee will make decisions by consensus. If consensus is not reached, decisions will be made by a formal vote and approved by a quorum.

Steering Committee Attendance Requirements and Enforcement

Definitions of Absence Types

- Excused: Contact Mayor's office staff designee by phone call, text, or email prior to meeting advising of absence
- Unexcused: Absence without phone call, text, or email to Mayor's office staff designee

Unexcused Absences

- A Mayor's office staff designee shall contact Steering Committee members who have an unexcused absence for the first Steering Committee meeting.
- A Mayor's office staff designee shall contact Steering Committee members with two unexcused meeting absences in a 12-month period.
- Steering Committee members with three unexcused absences in a 12-month period shall be disqualified from the committee and replaced by an alternate. A Mayor's office staff designee shall contact Steering Committee members and inform them of the disqualification by both phone and email.
- Steering Committee members requesting an exception to the attendance rules may appeal to the Executive Committee and Mayor's office staff designee who will then grant or deny the exception.

Excused Absences

- Two excused absences in a row will equal one unexcused absence.

Enforcement

The Executive Committee and Mayor's office staff designee will enforce attendance rules.

Steering Committee Vacancies

The vacancy of a Steering Committee member may occur due to:
Enforcement of attendance requirements
Resignation from the Steering Committee member

Upon awareness of a vacancy, the Steering Committee will fill the vacancy using the Alternates and the two-step process of:

1. Priority given to the Alternates with best attendance record
2. Selection in order of initial contact with Mayor's Office Staff Designee

BUDGET DELEGATES

Budget Delegates must be residents of the designated area. They do the work necessary to turn community ideas into projects. Budget Delegates are assigned the following tasks.

- Attend one (1) Budget Delegates Orientation, one (1) Project Proposal Workshop, and be trained on the definitions and descriptions of Capital Infrastructure and Improvement projects.
- Discuss, categorize, and prioritize initial project ideas.
- Make initial determination of project proposal eligibility prior to development with assistance from the issue committee, Steering Committee, and Metro staff.
- Make determination of project proposal eligibility following the criteria created by the Steering Committee.
- Help to develop full project proposals that address needs and have a broad impact on the community by:
 - consulting with Bordeaux/North Nashville residents and stakeholders;
 - performing site visits and take photographs for proposal creation;
 - submitting proposal questions to Metro Staff; and
 - any additional work, as necessary.

Budget Delegates may:

- organize into Issue Committees to develop proposals. For example, previous Issue Committees were "Facilities" and "Environment."
- create project posters and display at all voting locations and other community venues.
- communicate with other BNNPB area residents and stakeholders to encourage participation and/or voting on project proposals.
- if no facilitator is secured, report progress back to the Steering Committee.
- coordinate with Metro Departmental Staff to develop accurate and precise implementation budgets during development process.

- evaluate the Participatory Budgeting process.
- include a 5% contingency for overages in each proposed project. Any unspent overages should be the responsibility of the Steering Committee to spend on other projects.

A Budget Delegate may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

FACILITATORS

Facilitators help residents and Budget Delegate participate effectively during committee meetings.

Facilitators are neutral parties who do not advocate for particular projects.

Responsibilities of facilitators include the following.

- Facilitate group discussions and meetings and ensure all participants have the opportunity to contribute.
- Serve as the main contact between the Mayor's office staff or designee(s), the Steering Committee, and Budget Delegates.
- Coordinate communication and resolve conflicts.
- Connect Budget Delegate with information and resources.
- Liaise (establish a working relationship) with Metro staff.
- Take notes at meetings and distribute notes afterward.
- Support Budget Delegate to research, assess, and develop proposals based on criteria that include feasibility, need, and benefit.
- Report progress back to the Steering Committee.
- Distribute promotional material

A Facilitator may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

MAYOR'S OFFICE STAFF DESIGNEE(S)

The Mayor's Office staff designee(s) will be the person(s) chosen by the Mayor to be responsible for coordinating the Participatory Budget (PB) program process with input and assistance from the Steering Committee.

Responsibilities of designee(s) include(s):

- Serve as contact between Metro government and the PB process.
- Coordinate PB outreach efforts.
- Serve as staff liaison to the Steering Committee.
- Support attendance policy of the Steering Committee and Budget Delegates as outlined in these Guidelines.
- Enforce federal, state and metro rules.
- Recruit and coordinate volunteers.
- Create qualifications checklist based on PB Guidelines.
- Create partner eligibility checklist
- Reserve space for assemblies and meetings.
- Present information on the Metro Capital Spending Plan (CSP).
 - budget and past spending
 - monthly updates
 - PB expenses
- Distribute promotional materials.
- Serve as liaison between PB participants and Metro Departments.
- Present resident-recommended project proposals.
- Present implementation analysis.
- Present updates to the Metro Council.

A Mayor's Office Staff Designee may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

METRO DEPARTMENT STAFF

Metro Department Staff shall support the Budget Delegates in the proposal development process. In a timely manner, they shall:

- Assess the feasibility and legality of project proposals.
- Provide cost estimates for project proposals.
- Offer feedback on project proposals.
- Provide a liaison to attend Budget Delegates meetings.

A Metro Department Staffer may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

METRO COUNCIL

The Nashville Metro Council is the city's primary legislative body. It adopts the city budget, approves mayoral appointees, levies taxes, and make or amends city laws, policies, and ordinances.

As such, they will

- Review and approve the Capitol Spending Budget including the \$2M for the North Nashville/Bordeaux Participatory Budget (BNNPB) program cycles.
- Endorse the Guidelines adopted by the Steering Committee.
- Endorse the voting results and approve supplemental legislation to implement the Participatory Budget Program.

A Metro Councilmember may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

METRO COUNCIL LIAISONS

Two (2) Liaisons to the Steering Committee will be selected by the Metro Council to:

- provide support to the Steering Committee;
- facilitate communication between the Steering Committee and the Metro Council; and
- report BNNPB updates to the Metro Council.

A Metro Council Liaison may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit.

COMMUNITY ENGAGEMENT (Adopted May 26, 2022)

A Community Engagement Subcommittee, which includes Steering Committee members, neighborhood and organizational leadership, and paid and in-kind marketing and media providers, will develop a strategy for community engagement for each Participatory Budget Program cycle.

This strategy will be to:

- Develop community engagement goals for PBP cycle to the Steering Committee.
- Propose a budget to the Steering Committee that funds the engagement services and activities that is no more than 1% of the total PBP cycle budget.
- Identify and secure services to inform and engage the community such as:
 - Government website
 - Community service boards
 - Free radio or television media
 - Mailing service for a minimum two (2) mailers
 - Printed flyers and brochures
 - Social media
 - ListServe
 - Art/Ad agency to develop graphics, illustrate content, and create digit advertising.
- Direct and monitor the strategies to accomplish community engagement goals with regular report to the Steering Committee.

- Evaluate and report the goals' progress/failures with recommendations for improvement intermittently and at the end of the PBP cycle to the Steering Committee.

In addition, each Steering Committee member will provide and share with this Subcommittee

- a list of their community (church, organizations, fraternal, civic and professional) involvements, and
- the level of involvement or engagement (officer, committee chair, etc.)

The Steering Committee members agree to assist the Community Engagement Subcommittee with interactions of their constituency, as appropriate, with information on and in support of the Participatory Budget process by:

- Speaking at neighborhood, organization, church, and community gatherings
- Distributing flyers and brochures to the same
- Create a social media post guide for committee members to share with their network

ELEGIBILITY AND SELECTION (Adopted May 26, 2022)

Participatory Budgeting (PB) is an opportunity for communities to decide together how government money is spent in designated neighborhoods. The process is simple:

- generate and submit an idea
- develop proposals
- vote on the proposals of your choice

This way, local residents have a direct line to city officials and the funds needed for improvement. Nashville's Mayor and Metro Council have approved for two (2) years the sum of \$2 million/year to the North Nashville/Bordeaux community. This investment in local ideas to build a strong community and create a more equitable distribution of public resources is called the North Nashville Bordeaux Participatory Budgeting Program.

Idea Collection

Budget Assemblies are public events wherein project ideas are collected. Assemblies seek to:

- reflect Bordeaux/North Nashville diversity.
- include all segments of the community.

Assemblies can occur at existing public events, festivals, schools, places of worship, or online and are facilitated by Metro staff, Steering Committee members, and volunteers.

Online submission – **Hub.Nashville.gov** provides 24 hour/7day/week access to Bordeaux and North Nashville residents to submit their ideas. In addition, ideas may be submitted by scanning the code below with a mobile phone; and by using this link <https://bit.ly/3ghHwc9>.

A sixty (60) day Project Idea Submission Period will be designated and published to the community as the first step of generating ideas for a PB project.

A **Project Idea Application** for collection of the following information from the community member submitting the project idea will assist the Budget Delegate in developing the project proposal.

1. Location of proposed project (Street, block, zip code, district, etc.)
2. Type of project – a checklist of descriptive types of projects will be provided such as: Parks & Recreation; Public Infrastructure, Safety & Transportation, Crime Reduction, Education, and Social Services).
3. Purpose or intent of the proposed project.
4. Public benefit from the proposed project.
6. Name, address and phone number of community member submitting the proposed project.

There will be a “Statement of financial Benefit” on the application that reads: *Projects may not result in a ‘gift of public funds’ to individuals or groups and must serve a public use or purpose.*

Projects on the immediate previous year PBP Ballot that did not get funded will automatically be considered for current year project eligibility. The Budget Delegates will review these projects to affirm eligibility and consideration for placement on the current PBP ballot.

Project Ideas Must:

- Provide primary benefit for the public-at-large (or a subset group that is not delineated by exclusive or paid membership in a group, organization, or by participation in a specific activity). *Projects that only benefit private individuals or groups are not eligible. Projects may not result in a ‘gift of public funds’ to individuals or groups and must serve a public use or purpose. This means that the project results in a direct/primary concrete or quantifiable benefit to the public.*
- Provide a tangible, permanent benefit that allows for broad public access. This includes a long-term plan to maximize benefit for the full utility of acquired assets.
- Be artistically and fundamentally excellent, functional, educational, and accessible.
- Cultivate a safe, accessible, place to live, work, move, and play.
- Be located within the region as described on the map. The map may also be found online by using this link _____
- Not result in the private benefit of individuals or confer value to a non-public entity. Examples of an ineligible project includes purchasing assets for a non-public entity that generates net revenue for a private entity, non-profit organization, or individual(s). Nor should the project exceed the cost of the program for which revenue is generated.

- Not require a change in Metro or public agency policy to be implemented and achieve the goals outlined in the proposal. Examples of an ineligible project include studies, ordinance development, or campaigns.
- Not be contingent on market-or demand-driven revenue streams for future sustainability. Examples of an ineligible project include start-ups or enterprise-driven nonprofits.
- Not obligate Metro to ongoing funding beyond the PB allocation. If other funding sources are needed to accomplish the project goals, those funds must be secured prior to submission for Metro review and vetting.
- Be for public purposes, on public property owned by Metropolitan Nashville Davidson County government within incorporated Bordeaux/North Nashville.
- Be implemented by Metropolitan Nashville Davidson County government and/or a public agency that manages Metropolitan Nashville Capital Infrastructure or Improvement Projects.
- Have a cost of \$50,000 or higher and a lifespan of at least ten (10) years.

Project ideas are submitted to the Budget Delegates for eligibility review, proposal development, and ballot recommendations.

A fully eligible project description will be shared and agreed upon by the Budget Delegates in advance of the final vote on projects to be forwarded for review and submission to the Mayor’s Office and in advance of Ballot development.

Budget Delegates shall objectively assess all of the ideas submitted recommending for ballot those that meet all of the requirements of FULL ELIGIBILITY as stated below.

- Take place in the Bordeaux/North Nashville PBP geographic area.
- Limited to capital infrastructure or capital improvements.
- Benefit the public at-large.
- Provide tangible benefits for the life-time period of 10+ years.
- Accomplish the project implementation goal within a one-time funding period.
- Have a cost of \$50,000 or higher or can be combined with similar ideas to comprise a full project of \$50,000 or higher.

Fully eligible proposals shall be submitted to the Mayor’s Office Staff Designee and the Metro attorney for legal review before being placed on the PB ballot.

PROPOSAL DEVELOPMENT (Adopted June 2, 2022)

All Budget Delegates must attend an orientation including a Finance and Legal session provided by Metro Department Staff regarding the general participatory budgeting process. Additionally, they will be trained on the definitions and descriptions of Capital Infrastructure and Improvement

Projects to have a better understanding of how to review the proposed ideas and develop the proposals for voting.

At the orientation session, Budget Delegates may join a subcommittee to discuss and develop project proposals for a certain area with an issue. Budget Delegates may not join more than one committee.

Issue Subcommittees may include but are not limited to:

- Parks, Recreation & Art
- Public Infrastructure, Safety & Transportation
- Crime Reduction (reentry, reform, rehabilitation)
- Education
- Social Services

Demographic Subcommittees may be formed to ensure maximum participation from people who might not otherwise participate, such as youth, seniors, etc. At least 4 delegates must sign up before a Demographic Subcommittee can be formed.

Metro departments relevant to ideas submitted by the community will provide, at minimum, to budget delegates:

- Critical laws or other information that may affect the viability of projects (e.g., flood plains),
- Standard design guidelines used for department projects (e.g., WeGo Design Guidelines), and,
- Standardized budget estimates applicable to the departments, informed by past idea submissions, if available. These budget estimates should include examples like the following, updated with the most current cost information available:
 - Sidewalk cost by distance
 - Bike lane cost by distance
 - Traffic calming cost by distance
 - Bus bench/shelter cost by option
 - Park pavilion cost by size for two sizes
 - Landscaping cost by area
 - Playground cost, new and replacement
 - Standard signage cost per sign

In addition to the information above, the Budget Delegate subcommittees may request that the Metro department(s) relevant to their subcommittee attend their first meeting to discuss the information provided by the department and answer questions that may help inform the selection and development of ideas for further review.

In particular, the Steering Committee recommends the following departments identify time to speak with Budget Delegate subcommittees:

Metro Parks and Recreation
Nashville Department of Transportation and Multimodal Infrastructure (NDOT),
formerly Public Works
Metro Arts Commission
Metropolitan Nashville Public Schools (MNPS)
Other

Budget Delegate subcommittees may request to meet with other departments as relevant and needed, according to their issue area and the ideas received from the community.

The Mayor's Office Staff Designee will function as a liaison between the Budget Delegates and the listed Metro departments. A metro or agency staff member may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal benefit.

Review

The Steering Committee, Budget Delegates, and Metro Department Staff will strive for full utilization of funds. Full utilization will be accomplished by combining projects that address a similar public need; eliminating projects that do not meet the eligibility criteria and rules; and/or prioritizing projects based on greatest need. An eligible project must undergo a three-stage review process, with exact dates to be determined by the timeline approved by the Steering Committee and the Mayor's Office Staff Designee.

First Stage Review

- Budget Delegates collect and organize project idea submissions including proposals from the most recent BNNPN cycle which were featured on the ballot but not funded.
- Budget Delegates eliminate all project idea submissions that clearly do not meet the eligibility criteria.
- Budget Delegates eliminate or consolidate duplicates within the project idea submissions.
- PB Facilitator(s), at the direction of Budget Delegates, place all project idea submissions into categories corresponding with the subcommittees identified.
- Budget Delegates shall submit to Metro a summary (approximately 100 words) for each project proposal that was not eliminated or consolidated. Metro staff will provide general feedback on eligibility issues and concerns but will make no binding determinations.
- Budget Delegates eliminate additional unverifiable, ineligible projects based on feedback from Metro staff.

Second Stage Review

- Budget Delegates, within their subcommittees, use the Criteria for Evaluating Ideas in the Budget Delegate Workbook to narrow the list of projects to fifty (50) by eliminating additional projects ideas or consolidating multiple similar project ideas into one.
- Budget Delegates use the PB Project Proposal form to further describe and specify the project, including photos of the location or screenshots of Google Maps, if available. Budget delegates complete project proposals individually, as assigned/agreed upon by their subcommittee. The PB Budget Proposal Form facilitates the creation of a full eligible proposal. A FULLY ELIGIBLE PROPOSAL must contain the following:
 - Sufficient details to understand the purpose and intent of the project.
 - Identification of public benefit(s).
 - Total estimated budget, including the cost to fully implement the project to completion.
 - Estimated timeframe for project completion.
- Budget Delegates shall submit to Metro staff a maximum of fifty (50) eligible project proposals. Metro Department Staff will:
 - Provide extensive feedback and revision requests to the Budget Delegates.
 - In consultation with the Metro attorney, make final determinations on whether project proposals are eligible for the third stage review of the **PB** ballot.
 - Eliminate project proposals deemed ineligible in the Second Stage Review. Ineligible proposals may no longer be developed in the current cycle's process and cannot be submitted for Third Stage Review.
- Based on feedback from Metro Department Staff review, Budget Delegates, as a full group, will use the Criteria for Evaluating Ideas in the Budget Delegate Workbook to further narrow proposals which have not been eliminated down to twenty-five (25) projects that will be considered for the final ballot.
- In addition to the Criteria for Evaluating Ideas, Budget Delegates shall make their best effort to equally represent North Nashville and Bordeaux geographically as they narrow the list of ideas for consideration for the final ballot.

Third Stage Review

- Budget Delegates, in collaboration with supporting Metro Department Staff, shall submit a maximum of twenty-five (25) eligible and/or revised project proposals that include final ballot language, poster photos (an example or mock-up), etc., to Metro Department staff for

consideration for ballot inclusion. Metro staff will notify concurrently the Steering Committee and Budget Delegates about final ballot determinations.

- The Mayor's Office Staff Designee, in consultation with the Metro attorney, shall determine final project proposal eligibility.
- The Steering Committee shall not make determinations about individual projects advancing to the ballot but may review the projects in advance of the ballot being generated.
- After the Metro Department Staff has reviewed the final project proposals, the project proposals may not be altered or combined, except under extraordinary circumstances as determined by the Mayor's Office Staff Designee.

VOTING (modified 2021 Guidelines to be Affirmed)

- Final project proposals will be presented to the community at public events and meetings, including a single Voting Expo. The Steering Committee will determine the location and time of the Voting Expo.
- Campaign guidelines for the project proposals shall be determined by the Steering Committee and the Mayor's Office Staff Designee.
- The Ballot shall not contain more than 25 project proposals reflecting the best efforts of equity and engagement of the entire North Nashville/Bordeaux community.
- Budget Delegates shall make their best effort to equally represent North Nashville and Bordeaux geographically as they narrow the list of ideas for consideration for the final ballot.
- The Steering Committee and Metro staff will research the logistics of implementing voting methods, including but not limited to:
 - an online voting platform based on Hub Nashville that allows Nashville residents to be authenticated and vote remotely.
 - Voting by mail
 - Voting in person at the Expo
 - Voting at non-PB community events
- Residents over 14 years of age can vote on the proposals.
- At the time of voting, residents must verify they satisfy the voter eligibility requirements, which will be publicized prior to the vote. Voter registration will be available on hub.Nashville.gov. A comprehensive verification process that protects public privacy and choice will occur before final vote results are announced. Ballots that do not satisfy the eligibility requirements will be eliminated.

- Locations of the polling locations shall be increased to include those similar to the polling sites for Nashville/Davidson County elections and all high schools in the geographic area.
- Voting opportunities will take place on multiple days and in multiple locations. Each resident can vote once at any location.
- No campaigning will be allowed at polling locations.
- The Steering Committee will determine the structure of the ballot with input from the Mayor's Office Staff Designee.
- Metro staff, the Steering Committee, and appropriate partners will conduct ballot "readability" tests of different ballot designs prior to the vote to minimize confusion among voters.
- If there is a tie or if the available funds do not cover the cost of the next highest vote-getting project, subject to available resources and the discretion of Metro or other agencies, the Metro Council may attempt to secure additional money.
- At the direction of the Steering Committee, the added resources will be used to complete the project(s), partially fund the next highest vote-getting project, or split the remaining funds between any tied projects.
- If the project(s) cannot be completed with partial funds, the Steering Committee will determine where the remaining funds will go such as to another project that can be fully funded or further enhanced or to cover administrative costs of the PBP.

